

THE CORPORATION OF THE MUNICIPALITY
OF NORTHERN BRUCE PENINSULA

BY-LAW NO. 2018-03

BEING A BY-LAW TO ESTABLISH THE OFFICE OF INTEGRITY COMMISSIONER
AND A COMPLAINT PROCESS REGARDING ELECTED OFFICIALS
OF THE MUNICIPALITY OF NORTHERN BRUCE PENINSULA

WHEREAS Section 223.3 of the Municipal Act, 2001, S.O. 2001, c.25, authorizes the Corporation of the Municipality of Northern Bruce Peninsula to appoint an Integrity Commissioner who performs functions with respect to the application of the Code of Conduct for Members of Council and other procedures, rules or policies governing their ethical behaviour;

AND WHEREAS Section 223.4 to 223.8 of the Municipal Act, 2001, S.O. 2001, c.25 provides that an Integrity Commissioner appointed under Section 223.3 has certain powers, duties and protections, including the powers of a commissioner under Sections 33 and 34 of the Public Inquiries Act, 2009, S.O. 2009, c.33, Sched. 6, the duty to preserve secrecy with respect to all matters that come to their knowledge in the course of performing their functions, and the protection of not being a competent or compellable witness in a civil proceeding in connection with anything done under Part V.1 of the Municipal Act, 2001;

AND WHEREAS Sections 8, 9 and 11 of the Municipal Act, 2001, S.O. 2001, c.25, authorize the Municipality of Northern Bruce Peninsula to pass by-laws necessary or desirable for municipal purposes, and in particular Section 11(2)(2) authorizes by-laws respecting accountability and transparency of the municipality and its operations;

AND WHEREAS Sections 23.1 and 23.2 of the Municipal Act, 2001, S.O. 2001, c. 25, authorize the Municipality of Northern Bruce Peninsula to delegate its powers and duties, including legislative and quasi-judicial powers under the Municipal Act, 2001, S.O. 2001, c.25 to an individual who is an officer, employee or agent of the Municipality of Northern Bruce Peninsula;

AND WHEREAS the Municipality of Northern Bruce Peninsula desires to provide for an Integrity Commissioner to help ensure that Members of Council conform to ethical standards of behaviour in carrying out their duties and are held to account for the adherence to the Code of Conduct and any other applicable procedures, rules or policies;

The Council for the Corporation of the Municipality of Northern Bruce Peninsula hereby enacts as follows:

1. Short Title

This By-law shall be referred to as the "Integrity Commissioner By-law".

2. Definitions

In this By-law, the following terms have the specified meanings:

- 2.1 "Censure" means an official expression of disapproval or condemnation.
- 2.2 "Clerk" means the Clerk of the Municipality of Northern Bruce Peninsula.
- 2.3 "Code of Conduct" means the Council Code of Conduct as it applies to Members of the Council of the Municipality of Northern Bruce Peninsula as approved by Council and as existed on the date of the event(s) giving rise to a complaint.
- 2.4 "Complaint" means a request, submitted on the prescribed form, by a person that the Integrity Commission conduct an inquiry into an event(s) alleged to contravene the Code of Conduct or any other procedures, rules or policies governing the ethical behaviour of Members of Council. The completed form must be accompanied by a sworn (affirmed) affidavit.

- 2.5 “Complainant” means a person who makes a complaint.
- 2.6 “Council” means the elected officials who constitute the Municipality of Northern Bruce Peninsula Council.
- 2.7 “Employee” means a person employed by the Municipality including those employed on personal service contracts and volunteers but does not include Members of Council.
- 2.8 “Good Faith” means an action undertaken in accordance with standards of honesty, trust and sincerity.
- 2.9 “Integrity Commissioner” means the person appointed by Council to provide independent and consistent complaint investigation and resolution service respecting the application of the Code of Conduct.
- 2.10 “Member” means any Member of Council including the Mayor.
- 2.11 “Municipal Act” means the Municipal Act, 2001, S.O. 2001, c.25.
- 2.12 “Municipal Conflict of Interest Act” means the Municipal Conflict of Interest Act, R.S.O. 1990, c. M.50.
- 2.13 “Municipal Elections Act” means the Municipal Elections Act, 1996, S.O. 1996, c.32.
- 2.14 “MFIPPA” means the Municipal Freedom of Information and Protection of Privacy Act, R.S.O. 1990, c. M.56, as amended.
- 2.15 “Municipality” means the Corporation of the Municipality of Northern Bruce Peninsula.
- 2.16 “Public Inquiries Act” means the Public Inquiries Act, 2009, S.O.. 2009. c.33, Schedule 6.

3. Appointment of Integrity Commissioner

- 3.1 Council shall appoint an Integrity Commissioner to investigate alleged breaches of the Code of Conduct or any other procedures, rules or policies governing the ethical behaviour of Members of Council. Appointments shall be for a period of five (5) years.
- 3.2 Without limiting Council’s authority to appoint an individual as Integrity Commissioner, the Integrity Commissioner may be:
 - a) retained by Council on a term contract consisting of fee for service or a retainer plus fee for service basis;
 - b) cross-appointed by Council together with one or more other municipal councils as the Integrity Commissioner for all of the municipalities.
- 3.3 The Integrity Commissioner shall complete any inquiry begun during his/her term notwithstanding the expiry of the term and this By-law shall continue to apply with all necessary modifications.
- 3.4 If the Integrity Commissioner is unable to complete an inquiry in accordance with Section 3.3, the Integrity Commissioner next appointed shall complete the inquiry.
- 3.5 The Integrity Commissioner may be removed, before the expiry of his/her term of office, only for cause. In order to determine if cause exists, legal advice shall first be received from an external legal counsel.

4. Role of Integrity Commissioner

The role of the Integrity Commissioner is to help ensure that Members of Council perform their functions in accordance with the Code of Conduct and other procedures, rules or policies governing their ethical behaviour. In addition, the Integrity Commissioner may, upon request of Council or a Member of Council, provide advice

and rulings on ethical challenges, issues and dilemmas, as detailed by Section 5.1 c) or 5.1 d).

5. Duties of Integrity Commissioner

5.1 The Integrity Commissioner shall:

- a) at least once per term of Council, deliver an oral presentation to members regarding the role of the Integrity Commissioner and ethical obligations and responsibilities of members under the Code of Conduct and any other procedures, rules or policies governing their ethical behaviour.
- b) Once per term of Council, prepare written materials for distribution to for use by Members regarding the role of the Integrity Commissioner and ethical obligations and responsibilities of members under the Code of Conduct and any other procedures, rules or policies governing their ethical behaviour.
- c) Upon request, provide advice, in writing, to individual members regarding their ethical obligations and responsibilities under their Code of Conduct and any other procedures, rules or policies governing their ethical behaviour. This advice can include opinions on the appropriate course of action where members seek guidance based on specific factual circumstances.
- d) Upon request, provide advice and recommendations to Council regarding amendments to the Code of Conduct and any other procedures, rules or policies governing their ethical behaviour.
- e) Prepare and deliver an annual report to Council containing a summary of activities, if any, during the previous calendar year.

6. Making a Complaint

6.1 Any legal person may act as a complainant.

6.2 Complaints can be made by filing a sworn affidavit, as provided in Appendix B to the Code of Conduct, directly with the Clerk.

6.3 The Clerk will then forward the complaint, without comment, to the Integrity Commissioner on a forthwith basis.

6.4 A complaint shall not be made available to the public except as may be required under the MFIPPA or as completed by Order of Court.

7. Limitation Period

7.1 Except as provided for in this section, the Integrity Commissioner shall not proceed with an inquiry in regard to a complaint which is filed more than 180 days after the date when the event or the last event of a series of events which is the subject matter of the complaint occurred.

7.2 Notwithstanding Section 7.1, the Integrity Commissioner may proceed with an inquiry in regard to a complaint which is filed after the expiry of the time limit under Section 7.1 if the Integrity Commissioner is satisfied that:

- a) the delay was incurred in good faith
- b) it is in the public interest to proceed with an inquiry
- c) no substantial prejudice will result to any person because of the delay

7.3 A complainant is deemed to have known the matters referred to in Section 7.1 on the date the event, or series of events, occurred, unless the contrary is proven, the onus of proof lies upon the complainant.

8. Conduct of Inquiry

8.1 When a complaint is received by the Integrity Commissioner, he/she shall conduct an inquiry promptly, thoroughly and in a manner that ensures the member who is the subject of the complaint is given an opportunity to know the nature of the complaint against him/her and to make representation to the Integrity Commissioner respecting the complaint.

- 8.2 Information concerning the nature of a complaint disclosed to a member shall be used by the member only for the purpose of making representations respecting the complaint to the Integrity Commissioner and not for any other purpose.
- 8.3 In conducting an inquiry into a complaint regarding a member, the Integrity Commissioner may exercise any power given to him/her under this By-law or under Part V.1 of the Municipal Act, 2001 including the power to conduct or not conduct an inquiry under the Public Inquiries Act, 2009, S.O. 2009, c.33, Schedule 6.
- 8.4 If the Integrity Commissioner is satisfied that a complaint regarding a member does not contain sufficient information to set out a prima facie contravention of the Code of Conduct or other procedures, rules or policies governing a member's ethical behaviour, he/she shall stay the inquiry into the complaint.
- 8.5 Before staying an inquiry under Subsection 8.4, the Integrity Commissioner shall give the complainant an opportunity to provide additional information respecting the complaint and, in doing so, shall explain to the complainant what additional information will be required to set out a prima facie contravention of the Code of Conduct or other procedures, rules or policies governing a member's ethical behaviour.
- 8.6 Where the complainant provides additional information under Section 8.5, the Integrity Commissioner shall consider all of the information provided and shall reassess whether there is sufficient information to set out a prima facie contravention of the Code of Conduct or other procedures, rules or policies governing a member's ethical behaviour.
- 8.7 Where the Integrity Commissioner has stayed an inquiry into a complaint and, after the stay, additional information is provided which, on its own or together with the information provided before the stay, sets out a prima facie contravention of the Code of Conduct or other procedures, rules or policies governing a member's ethical behaviour, the Integrity Commissioner shall lift the stay and conduct the inquiry.
- 8.8 If the Integrity Commissioner is satisfied, after considering the information contained in a complaint and any other relevant information, that a complaint regarding a member is frivolous, vexatious or not made in good faith, he/she shall not conduct an inquiry, or where that becomes apparent in the course of an inquiry, he/she shall terminate the inquiry.
- 8.9 Where, pursuant to Section 8.4, the Integrity Commissioner decides not to proceed with an inquiry, he/she shall prepare and file a report, under Section 9.1 which applies with necessary modifications, setting out that decision.

9. Member Responsibilities during Investigations

- 9.1 Where the Integrity Commissioner has received a complaint regarding a member, he /she shall, on the earliest date after he/she has made a decision and no later than 180 days after receiving the complaint, prepare and file with the Clerk a report to Council regarding the inquiry into the complaint.
- 9.2 The Integrity Commissioner may make interim report(s) to Council, where necessary and as required, to address any issues of interference, obstruction, delay or retaliation encountered during any investigation.
- 9.3 Where, in the opinion of the Integrity Commissioner, it is not possible to prepare and file a report to Council within the time set out in Section 9.1, he/she shall advise Council of this together with:
- a) the reasons for his/her inability to prepare and file the report
 - b) the date on or before which the report will be prepared and filed
- 9.4 The Integrity Commissioner shall provide a copy of his/her report, filed under Section 9.1 to the complainant, to the member who is the subject of the complaint and to all other members at the same time as filing the report with the Clerk.

- 9.5 The report filed under Section 9.1 shall include:
- a) the nature of the complaint
 - b) if the complaint was filed after the expiry of the time limit established under Section 7.1, the Integrity Commissioner's findings shall be in accordance with the civil standard of the balance of probabilities
 - c) the evidence gathered from the complaint and from the inquiry
 - d) the Integrity Commissioner's findings of fact regarding the complaint which findings shall be made in accordance with the civil standard of the balance of probabilities
 - e) the Integrity Commissioner's decision, based on the findings of fact, that the member contravened or did not contravene the Code of Conduct or other procedures, rules or policies governing a member's ethical behaviour;
 - f) where the Integrity Commissioner decides that the member has contravened the Code of Conduct or other procedures, rules or policies governing the member's ethical behaviour, the penalty under Section 10.1, if any, to be imposed, including a copy of a letter of reprimand, if imposed, or a copy of the notice of suspension of remuneration, if imposed.
- 9.6 Where the Integrity Commissioner's delegate, under Section 13.1, decides that a member has contravened the Code of Conduct or other procedures, rules or policies governing the member's ethical behaviour, but that the member was acting in accordance with the Integrity Commissioner's advice given under Section 5.1(c) and had, before receiving this advice, disclosed to the Integrity Commissioner all the relevant facts that were known to the member, the delegate shall so state in the report under Section 9.1 and no penalty shall be imposed.
- 9.7 Where the Integrity Commissioner recommends a penalty suspending the remuneration paid to a member and Council approves the recommendation, the Clerk shall notify the Treasurer of the suspension and the time period of the suspension.
- 9.8 The Treasurer shall ensure the remuneration of the Member is suspended in accordance with the notification of the Clerk in accordance with Section 9.5 (f).
- 9.9 Where the Integrity Commissioner has filed a report in respect of an inquiry with the Clerk under Section 9.1, the Clerk shall place the report on the next available Council Agenda as an information item.
10. Penalties
- 10.1 The penalties for a member who contravenes the Code of Conduct or other procedures, rules or policies governing the member's ethical behaviour shall be those authorized under Subsection 223.4(5) of the Municipal Act, 2001, including:
- a) a reprimand;
 - b) suspension of remuneration paid to the member in the respect of his /her services as a member of Council or of the local board, as the case may be, for a period of up to ninety (90) days.

11. Complaint and Legal Confidentiality

- 11.1 The Integrity Commissioner and any person acting under his/her authority shall preserve the confidentiality of all documents, material or other information, whether belonging to the Municipality or not, that come into his/her possession or knowledge during the course of duties or the investigation as required by Section 223.5 of the Municipal Act, 2001.
- 11.2 Pursuant to Section 223.5(3) of the Municipal Act, 2001, the confidentiality of this complaint process prevails over MFIPPA.
- 11.3 The Integrity Commissioner is entitled to have access to such information belonging to or used by the Municipality, including legal advice that has been given to Council or Municipal employees, as the Integrity Commissioner deems necessary to conduct an inquiry.
- 11.4 A disclosure to the Integrity Commissioner of legal advice:
- a) shall be deemed not to constitute a waiver of solicitor-client privilege
 - b) shall be used only for the purposes of conducting an inquiry and not for any other purpose
 - c) the contents or substance of such legal advice shall not be disclosed in any public report prepared by the Integrity Commissioner or any person acting under the instructions of the Integrity Commissioner, including his /her delegate under Section 13.1.
- 11.5 The Integrity Commissioner and every person acting under the instructions of the Integrity Commissioner, including his/her delegate under Section 13.1, shall:
- a) preserve the secrecy of all confidential documents, material or information, whether belonging to the Municipality or not, that come into his/her possession or to his/her knowledge in the course of their duties
 - b) without limiting the obligation to preserve secrecy under Section 11.4(a), ensure that, by his/her actions and, in particular, any reports prepared, shall comply at all times with MFIPPA and the Municipality's Procedural By-law regarding personal and/or privileged information.

12. Complaint and Reporting Exclusion Period

- 12.1 Despite any other provision of this By-law, no complaint may be referred to the Integrity Commissioner 150 calendar days immediately prior to the date of a regular municipal election held pursuant to the Municipal Elections Act, 1996, S.O. 1996, as amended.
- 12.2 If the Integrity Commissioner receives a complaint as described within Section 12.1, the Integrity Commissioner shall not commence to investigate said complaint until the day after the next municipal election.
- 12.3 The Integrity Commissioner shall not make any reports to Council regarding an inquiry in the 150 calendar days prior to a regular municipal election.

13. Integrity Commissioner Conflict

- 13.1 The Integrity Commissioner shall, in writing, delegate his/her duties to conduct an inquiry, including the exercise of powers under the Public Inquiries Act, 2009, S.O. 2009, c.33, Sched. 6, and the duty to report on an inquiry, where the Integrity Commissioner has an actual or apparent conflict of interest.
- 13.2 In making a delegation under Section 13.1, the Integrity Commissioner shall first satisfy him/herself that the person to whom the duties are to be delegated is fully capable of carrying out these duties.

14. General Provisions

- 14.1 If the Integrity Commissioner, when conducting an inquiry, determines that there are reasonable grounds to believe that there has been a contravention of any other Act

or the Criminal Code of Canada, R.S.C. 1985, c. C-46, the Integrity Commissioner shall immediately refer the matter to the appropriate authorities and suspend the inquiry until any resulting police investigation and charge have been finally disposed of, and shall report the suspension of the inquiry to Council.

14.2 If the Integrity Commissioner, when conducting an inquiry, determines that the complaint is more appropriately addressed under MFIPPA, the complainant shall be referred to the Clerk to have the matter reviewed.

15. Repeal

Any by-law inconsistent with this By-law is hereby repealed and replaced with this By-law.

16. Effective Date

This By-law shall take effect on the date of final passing thereof.

READ A FIRST AND SECOND TIME THIS 22nd DAY OF JANUARY, 2018.

READ A THIRD TIME, FINALLY PASSED, SIGNED AND SEALED THIS 22nd DAY OF JANUARY, 2018.

MAYOR – Milt Mclver

CLERK – Mary Lynn Standen